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ABSTRACT

Findings and recommendations related to six issues affecting migrant farmworker children ages 0 to 5 years are reported in order to provide evidence of the need for expanded services to these children and to provide direction for currently operating programs. The findings emphasize the following needs: (1) more reliable data about the number of young farmworker children present in California during peak harvest seasons; (2) elimination of barriers to better coordination of delivery services; (3) staff development programs for migrant child care program personnel; (4) increased parent participation in migrant child care programs, (5) upgraded existing migrant housing camps; and (6) expanded services to preschool-age migrant farmworker children. Recommendations for immediate implementation and other recommendations requiring further study before implementation are delineated for each of the issues discussed. Additionally, six attachments list state agencies that affect the delivery of services to young migrant farmworker children, the locations of state migrant camp sites, and migrant child programs operating in and outside of state migrant camps. (Author/DB)

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# Services for Young Children of Migrant Farmworkers

## *A Report to the Governor and the Superintendent of Public Instruction*

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2/81

State of California

**GOVERNOR'S ADVISORY COMMITTEE**
**ON CHILD DEVELOPMENT PROGRAMS**
915 Capitol Mall, Room 260
Sacramento, California 95814
(916) 322-8181

February, 1981

Honorable Edmund G. Brown, Jr.
Governor

Honorable Wilson Riles
Superintendent of Public Instruction

Dear Governor Brown and Superintendent Riles:

You share the challenges to design and to carry out the best possible programs of education, child care and development, health services and social services for the young children of migrant farmworkers.

This report defines some of the crucial aspects of this challenge, and it makes specific suggestions for your answering the challenge successfully.

The Advisory Committee is willing to assist your efforts in any way possible.

Sincerely,

June Sale, Chair

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## INTRODUCTION

During the International Year of the Child-1979, the GAC focused attention on state-sponsored child development programs and related supportive services for the children of migrant farmworkers. In March, 1979, the GAC published a report based on a public hearing it sponsored at the Mathews #2 Farm Labor Center in Stockton, California. The GAC heard testimony from farmworker parents, state employees, and others who described the need for expanded day care services, coordinated and consolidated support services, and close monitoring of services to California farmworkers and their children. Since then, GAC staff have compiled information on child care needs of farmworkers and have encouraged agency-level coordination of services to the migrant farmworker population. Likewise, various departments and units have generated reports and surveys during the last year that have paralleled the GAC's effort to focus on the urgent need for comprehensive and high quality services to farmworkers' children.

This report focuses on issues that affect migrant farmworker children, ages 0-5. It is largely based on information and data available prior to the release of SB 863 (Sieroty) expansion monies. Its findings and recommendations highlight the need for accurate data, a coordinated and comprehensive services delivery system and the development of essential components of service for this population group.

SUMMARY OF RECOMMENDATIONS

For Immediate Implementation:

1. Creation of an *interagency task force* to study issues related to the delivery of services to migrant farmworker children. Emphasis would be directed to services to children ages 0-5.

2. Allocation of *staff time* within the Office of Child Development *to assist the task force.*

3. *Conjoint monitoring of housing camp sites and facilities* by the Office of Child Development, Office of Migrant Education and Housing and Community Development's Office of Migrant Services.

4. *Appointment of a parent representative* from an Office of Child Development-funded migrant child care program *to Migrant Education's Statewide Parent Advisory Council.*

5. Establishment and coordination of *a working relationship between state-funded programs* that serve migrant farmworker children ages 0-5 *and the Indian Migrant Program Division of Head Start* to be initiated by the Office of Child Development.

6. *Gubernatorial commendation of the Office of Migrant Education's Interagency Task Force* as a model for coordinative efforts on behalf of migrant children.

For Further Study and Implementation:

1. Conducting of a *state-wide census* of migrant farmworker children and their families during peak harvest seasons in each county.

2. *Expansion of OCD's migrant child care and development program budget* commensurate with census findings.

3. Creation of a *referral/access system* to supportive services for migrant farmworker families.

4. *Expansion of Child Health and Disability Prevention funding and criteria* to include all categories of migrant farmworker children as defined in SB 863.

5. Creation of a *field-based certificate of competence* for migrant child care workers.

6. *Replacement of currently-existing migrant housing camps* with community-based multi-service centers that insure access to housing resources, child care facilities and health and social services for migrant farmworker families.

7. *Annual review* by the Governor's Advisory Committee on Child Development Programs on the status of services to migrant farmworker children.

## IDENTIFICATION OF TARGET POPULATION

*Finding:* There is a great disparity among data about the number of young farmworker children ages 0-5 in California during peak harvest seasons.

At least 20 state offices directly or indirectly provide services to migrant farmworkers in California.[1] In most cases these agencies also compile population estimates and reports that indicate the need and the service their particular organization provides to the farmworker population. These estimates of population, need, and service vary from agency to agency. No single up-to-date data source reflects the broad spectrum of needs of the migrant farmworker. The picture that emerges is a fragmented one: various departments deliver some medical, social, and other supportive services to some farmworkers and their children.

The fragmented attempt to identify and to serve adequately this fluctuating population results in gaps in basic services. Also, no one agency knows how many children of farmworkers there are in California during any given time, nor has any one agency in California been identified to coordinate such a census.

Several censuses invite a comparison of estimates. The Department of Education has provided two statements of need which are irreconcilable. In 1978, the State Superintendent of Public Instruction appointed and directed the California Child Care Commission to assess the status of publicly-funded child care services. In its final report, printed in 1979, it estimated that 366,000 children, 0-14, were in need of and eligible for subsidized child care in California in 1978.[2] The Commission report went on to recommend that migrant child care programs be a high priority for the expansion of subsidized care.

Confronted with the lack of adequate data on need and demand by farmworker families for such services, the Office of Program Evaluation and Research within the State Department of Education conducted a three-county regional survey that has culminated in a Special Report completed this year.[3] "A Survey of California Farmworkers' Child Care Needs" projects an estimate of 162,500 farmworker families with 413,800 children below the age of 15 years living in California. Of this total, 358,100

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1 *See Attachment 1.*

2 *"Child Care and Development Services--Report of the Commission to Formulate a State Plan for Child Care and Development Services in California" State Department of Education, Sacramento, 1978.*

3 *"A Survey of California Farmworkers' Child Care Needs--A Special Report," State Department of Education, Sacramento, 1980.*

children of three distinct categories were eligible for child care under then-current legislation.[4] The two reports beguile comparison. There cannot be 366,000 children eligible for subsidized care in the entire state and 358,000 of them be children of farmworkers. Someone's math or methodology is mistaken somewhere--and the policy implications for wrong numbers are considerable. For instance, the report prepared by the State Department of Education's Office of Program Evaluation and Research (OPER) moves from its raw numbers of eligible children to estimate that over 95,000 children of farmworkers are "at risk" by being left at home alone or in the care of other children themselves eligible for child care services. Of these, almost 10,000 are younger than three years of age, and 2,600 of them are alone for forty hours a week.[5] These are shocking statistics, but if they are extrapolated from the same data that estimated 358,000 farmworker children eligible for subsidized care, then they need review before they lead to any policy decisions.

Other sets of census data may assist planners for services to farmworker families, but each of them has limits as well. Employment Development Department annually estimates agricultural employment, dividing figures into several categories. Employment Development Department estimates that, in 1979, California had 101,510 agricultural workers employed by the same employer for 150 or more consecutive days; 88,480 seasonal workers residing close to their work and 27,790 seasonal workers whose residence was not within commuting distance to the worksite.[6] These figures total 217,780 agricultural workers. If these figures are accurate, then 13% of the agricultural workers are actually migrants.

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4 *These three categories are: 1) current migrants (those who earn at least 50% of their incomes from agriculture and have moved at least once in the past year to find farm work); 2) former migrants (those who earn at least 50% of their incomes from agriculture but last moved to find farm work between one and five years ago); and 3) non-migrants (those who earn at least 50% of their income from agriculture but have not moved within the past five years). Other findings of this OPER survey include farmworker families' needs for an expanded, flexible and coordinated child care delivery system and a health care system--both created to address the issues of nominal cost, distance, transportation, avoidance of long waiting lists, flexible hours of service, and provision of bilingual/bicultural staff, publicity, and information. Throughout the three counties surveyed, farmworkers also expressed the need for social services such as employment assistance, public assistance (food stamps or benefit payments), couseling about Social Security benefits, and help in filing income tax returns.*

5 *"A Survey of California Farmworkers' Child Care Needs," p. 29.*

6 *"Agricultural Employment, 881-M Report for 1979, Estimates," Employment Development Department, Sacramento.*

In 1978, state migrant housing camps had 12,291 residents of whom about 5,400 (44%) were children.[7] If this ratio of adults to children holds for other farmworker populations, then the EDD data would extrapolate to estimates of almost 22,000 children of all ages travelling with migrant farmworkers and about 150,000 children whose parents are employed in agricultural work close to their homes. Most of these children would be between 0-14 years of age, and many would be eligible for subsidized care. These members are very different from those in the Office of Program Evaluation and Research's 3-county study.

What other census systems hold promise? One possibility is the Migrant Student Record Transfer System (MSRTS) which tracks the migrant farmworkers' children who attend public school. It recorded 68,000 children (K-12) now travelling in California.[8] The usefulness of MSRTS to survey the need for child care is, however, limited by several features: 1) the lack of participation in this system by all California school districts, 2) the exclusion of farmworker children not living in state housing centers, and, most importantly, 3) no reimbursement to districts participating in the MSRTS for submitting data on children under five years old. All these discourage an accurate count of this element of the child-care eligible population.[9]

A statewide census and needs assessment of farmworker families would result in a firm data base upon which to build social policy, allow for more efficient allocation of resources to the farmworker community, and eliminate fragmented efforts by various state agencies to identify and reidentify the same target population.

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7 *Annual Operation Summary, Migrant Family Housing Camps, 1978; Open Season Office of Migrant Services, March 1979, Table 3. It should be noted that only 25 migrant housing camps in California are subsidized by the state. In addition to these facilities, approximately 1,400 privately-sponsored housing camps register with the State Department of Housing and Community Development. This total does not include other private camps not registered with the State. There is little documentation about these private camps and supportive services that reach them. Identification of this segment of the population would give a more accurate picture of migrant families' particular needs and would be the basis for linking this population with the appropriate community resources. See the list of registered employee housing and labor camps, Department of Housing and Community Development, 1979.*

8 *"Patterns of Migrant Children in California. Report of the Ad Hoc Migrant Education Task Force," Department of Education, Sacramento, February 1980, p. 6.*

9 *"Patterns for Migrant Education in California--A Report for the Deputy Superintendent for Programs, Ad Hoc Migrant Education Task Force," California State Department of Education, February 1980, p. 39.*

A final note about identifying migrant farmworker families--a recent report by the University of San Diego indicates that one to three million undocumented permanent settlers from Mexico may be residing in California.[10] This number comprises a number of families in need of health care, educational services and economic opportunities. The "settling-out" trend among migrant families is on the rise. It is a response to increased mechanization in the harvesting of crops and more rigidly enforced border policy by the U.S. Immigration and Naturalization Service. The recommended census must incorporate sensitivity to these social phenomena and build-in reassurances to families that any and all information volunteered will not affect their residency status.

*Recommendations:*

1. The Governor should identify the appropriate state agency to coordinate a statewide census of migrant farmworker families on a county-by-county basis. Collected data should be used to devise needs assessment. Both of these activities should be updated every three years.

2. In planning for services to farmworkers' children five years and younger, this census and needs assessment should also identify:

   a. the accessibility of community resources to families
   b. the extent of coordination of local community resources
   c. the need for center and/or family day care
   d. the availability and use of health, dental, and social services
   e. the presence of bilingual-bicultural staff in service professions

3. The census should:

   a. interview participants during months of peak agricultural activity, thereby coinciding with the time of greatest need for child care and other supportive services.
   b. utilize local, bilingual interviewers, preferably people familiar with local service programs.
   c. define the ethnicity and primary language of census participants as both these factors are indicators of the need to provide bilingual-bicultural staff and services
   d. reassure participants that any information about their residency status will be held in the strictest confidence.

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10 *"The Future of Mexican Immigration in California: A New Perspective for Public Policy," University of California, San Diego, Program in United States-Mexican Studies, February 1980.*

4. The state department appointed to conduct the census should develop mechanisms to identify farmworker families residing in private camps as part of the methodology for the statewide census/needs assessment.

5. At the conclusion of the census and needs assessment, a comparison should be made between levels of need and levels of services for migrant farmworker children in each state department and agency. The results would support departmental requests for the expansion of services.

6. The Office of Child Development should monitor more closely the enrollment of preschool-aged migrant children on the MSRTS in order to facilitate their entry into formalized educational settings.

## COORDINATION IN THE DELIVERY OF SERVICES

*Finding:* A multitude of factors severely limit the delivery of essential supportive services to young migrant farmworker children in a timely and coordinated manner.

Criticism of the fragmentation of supportive services to California farmworkers is long-standing---it was voiced during the GAC's public hearing and has been noted throughout many department-level reports. This fragmentation manifests itself in inadequate and non-uniform delivery of child care, health care, and social services. In some instances there is a duplication of effort by agencies trying to fill gaps in services.

Inadequate and non-uniform delivery of child care, health care, and social services shares a basic cause--provider agencies' limited conception of the range and magnitude of need. Quite often this shortcoming results from an agency's narrow definition of the scope of a problem and the establishment of eligibility criteria that complicate and delay receipt of services.

Discrepancies in estimates of the target population and inappropriate levels of service demonstrate the importance of interagency coordination and consultation on a comprehensive plan tailored to serve migrant farmworkers. For example, in 1978 the Office of Migrant Services identified 5,400 children ages 15 and younger residing in state housing camps. Two years later, the Office of Planning and Evaluation in its survey of farmworkers child care needs, estimated that 33,000 children live in government-sponsored migrant centers. The difference in these numbers is extraordinarily vast, and subsequent plans would differ as greatly.

Duplication of services also contributes to a fragmented delivery of services and is most noticeable in the areas of planning, health services, and social services to migrant farmworker children ages 0-5.

In some geographic areas, farmworker children (depending on eligibility criteria) may receive day care from agencies contracting with either the Office of Child Development or Head Start's Indian and Migrant Program Division. Even in geographic areas where these two types of day care programs operate, the programs are full and cannot meet the demand. However, the growth of the programs--their expansion of the establishment of new ones--is done without joint planning on a local or state level.[11]

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[11] *In 1980, IMPD-Head Start funds were included when the Office of Child Development tallied day care resources on a county-by-county survey. These data became part of a formula to balance the statewide distribution of state funds.*

The delivery of health services to children in migrant day care programs raises the questions "who will pay?" and "who will provide?" Over the past three years, Head-Start programs (federally funded) have formulated a series of agreements with Health Services to include Head Start children as part of the target population of Child Health and Disability Prevention services throughout the state;[12] but at this time the target population does not include children in state-funded migrant day care programs. Unless these children are 1) due to enroll in first grade within 18 months and of low-income, 2) Medi-Cal recipients or 3) enrolled in Head Start of State Preschool Programs, they are not eligible for CHDP health screenings.

Yet, health screenings are required for all children attending migrant day care programs, so these programs utilize day care funds to secure health services through contracts with local clinics or physicians if the parents cannot pay for such services. The duplication of services is intensified by the fact that the majority of children enrolled in migrant day care programs are Medi-Cal eligible by virtue of income but are not certified either because their parents do not know they are eligible for the service or because the families have been denied Medi-Cal because they do not meet the residency criteria established by some local county programs.[13]

In the arena of social services, community aides are often overburdened by the demands of coordinating health services for the children enrolled. There is little time left to educate parents about services such as AFDC, food stamps, and WIN, or to accompany them through these eligibility processes, a service often needed when parents are non-English speaking. Limited time and too few staff also hinder coordination in the delivery of services.

Finally, differing eligibility criteria also contribute to the fragmentation of services to farmworkers and their children. Depending on their income, residency status, and ages of children, a farmworker family may be eligible for:

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12 *These agreements have been formulated into health regulations and include children in regular Head State programs as well as IMPD-Head Start programs.*

13 *"Report of the Governor's Advisory Committee on Child Development Programs--Recommendations in Migrant Education", page 5.*

1. AFDC
2. Food Stamps
3. Medi-Cal
4. Fully or partially-subsidized child care
5. Child Health and Disability Prevention, well-baby clinics, and Women, Infants and Children (WIC) Programs
6. Supplementary Security Income (SSI) through the Social Security Administration
7. Low-cost housing in either migrant housing camps or in the surrounding area
8. Other state-sponsored social, health and mental health services.

Again, lack of information about these services, language barriers, limited staff to facilitate the eligibility processes, and inadequate funds for agencies to serve the migrant farmworker family all limit services to this population group and impede coordination of services by local providers and funding agencies alike.

Prior to the passage of SB 863, enrollment in the State Migrant Child Care Program was limited only to children of "current" and "former" farmworkers. Since this bill's passage eligibility has been extended to include children of "non-migrant" farmworker families.[14] This extension of the eligibility criteria to a population with unique, seasonal needs increases the need to minimize the fragmentation of supportive services to a group traditionally and systematically excluded from a wide range of health and social services.

In response to the long-standing problem of coordinating services to the migrant farmworker children of California, the Office of Migrant Education (which provides ESEA-Title I monies to the Office of Child Development for migrant child care programs) has followed through on the recommendations of the "Cooke Report"[15] and formed an Interagency Task Force to examine the fragmentation of service delivery to migrant children and to suggest methods by which services to this population may be utilized more efficiently through a state-sponsored coordinative effort. This Interagency Task Force has in turn formed subcommittees to examine the areas of child development, health, social services, housing, and employment. These subcommittees should produce interagency agreements on service delivery and alert departments and agencies to the needs of the migrant farmworker population.

A second effort in coordination on behalf of migrant farmworker children was mandated in SB 863: it directs the Office of Child Development and Health Services to "research the problems currently preventing the timely delivery"

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14 *Definition of these categories are in Footnote 4.*

15 *Formally titled "Patterns for Migrant Education in California." See Bibliography.*

of health services and "to develop a plan to ensure state and local-level coordination of health services, and to eliminate duplication of services for migrant children in child care and development programs" by May 1982.

It should be noted that as a result of the GAC's 1979 report "Recommendations in Migrant Education," the Governor encouraged his staff to bring together the Secretary of the Health and Welfare Agency and the Superintendent of Public Instruction to discuss interagency coordination of services. To promote that future meeting, the GAC invited representatives of agencies and departments responsible for serving farmworkers to attend a discussion led by a consultant from the Education Commission of the States' Migrant Education Task Force. The participants recommended that one specific agency be primarily responsible for coordinating farmworker services--consulting with the Education Commission of the States to develop criteria and methods of achieving interagency coordination on the state and local levels.

Responsibility for this task has been delegated to the coordinator of Rural and Migrant Affairs within the Health and Welfare Agency. This office is charged with monitoring all policy that affects the rural and migrant sectors within the state; yet it is staffed with only three people. Although migrant child care is a high priority concern with this office, limited staff time restricts the coordinator's involvement in this arena of service.

*Recommendations:*

1. Creation of a task force of representative agencies that provide direct services to farmworker families to examine:

   a. The range of current services provided and how those services are delivered
   b. The current level of interagency coordination either informally or as written in interagency agreements
   c. The extent of duplication of services provided by various agencies
   d. The varying eligibility criteria
   e. The potential for cost effectiveness resulting from the adoption of a comprehensive service plan and delivery system to migrant farmworkers and their children
   f. The possible creation of a common eligibility category for farmworker families and the creation of local access/referral systems for families interested in obtaining health and social services

   The direction and activities of this task force would follow the statewide needs assessment recommended in the preceding

section of this report. The task force should draw upon the experience of Migrant Education's Interagency Task Force and the joint work of the Office of Child Development and Health Services.

2. Creation of a state-wide resource and referral system for migrant families and their children. This resource and referral system would operate on a county level and be monitored by the Office of the Coordinator of Rural and Migrant Affairs.

3. Inclusion on the task force of a representative from the Indian and Migrant Program Division of Head Start to provide input on state and federal coordination of services.

4. On or near private housing camps, migrant child care and development programs should be established to serve this portion of the population or to link these unserved children with other state or federally-sponsored child care and development programs.

## STAFF DEVELOPMENT

*Finding:* Staff of migrant child care programs encounter few incentives for upward mobility in their careers.

A topic that emerges repeatedly in departmental reports and that was a major concern at the GAC's public hearing on migrants is the need for bilingual and bicultural program staff. SB 863 has legitimized this need by mandating emphasis on staffing all components of migrant child care programs with "professional and non-professional staff (that) reflect the linguistic and cultural background of the children being served," and even calls for the recruitment, training and hiring of migrant farmworkers themselves, when possible, to accomplish this task.

The field of migrant child care is influenced by factors that are characteristic of the migrant farmworker lifestyles: 1) seasonal fluctuations in the demand for labor (and hours of child care, therefore, staff); 2) low pay; 3) inadequate mechanisms of compensation (monetarily or career-wise) during the off-season; and 4) almost no latitude in applying acquired skills in an advanced career setting. These factors, as well as individual needs and preferences, can discourage even the most enthusiastic person from pursuing a career as a migrant child care worker.

The intention of SB 863 is to provide a comprehensive child care service to migrant infants, toddlers, and preschool children. But without well-trained staff, the Sieroty Bill and the program designed to execute its mandates will fall short of their intended goals. Local and state administrators should work counteracting the high rates of attrition among migrant child care program personnel by devising staff development components that complement the acquired skills (including bilingual skills) and experiences of staff members. The extra reimbursement rate established by SB 863 for programs serving limited- and non-English-speaking children could help fund staff development programs to fulfill SB 863's intention to answer the special needs of the largely non-English-speaking migrant farmworker child population.

One approach would be to offer a field-based certificate of competence in migrant child care to teachers, teacher aides, community aides, and health workers. Certification would verify the holder's knowledge of basic child development concepts and skills in bilingual education strategies. The certificate could serve as a recruitment tool for potential bilingual teachers if its requirements reflected some of the coursework and experience required of the current bilingual certificate of competence and bilingual specialist credential.

This child development certificate would become part of a career ladder, encouraging staff to pursue a profession that would serve migrant and bilingual children beyond the child care setting.

The need for bilingual teachers in the California educational system is serious. Last year the Commission for Teacher Preparation and Licensing predicted that 328,884 students would be in need of at least 13,051 bilingual teachers; but only 6,115 credentialled educators were available to do the job.[16] Migrant child care could could be the entry into the field of bilingual education, utilizing existing staff development projects, such as the California Mini-Corps, for career couseling and financial assistance to support this entry-level concept.[17]

Migrant child care programs need to solicit consultation and technical assistance from the Office of Bilingual Education--which funds preschool bilingual projects--to learn appropriate educational strategies that would maximize bilingual skills of child care staff, ease the transition of preschool participants' into more formal bilingual migrant educational settings and stimulate parental interest in this area of the program. But again, in order to achieve these goals, local programs must devise strong, coordinated and well-planned staff development components. In turn, at the state level, Education, the Community Colleges, the Commission for Teacher Preparation and Licensing, and, perhaps, the Title XX Training Office in Social Services will have to work together.

*Recommendations:*

1. The Office of Child Development, with local programs, should conceive staff development programs for migrant child care workers that:

   a. are culturally appropriate

   b. are financially feasible

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16 *Excerpted from the position paper "Bilingual Education in California: Information on Teacher Supply and Demand" by the Commission for Teacher Preparation and Licensing, November 1979.*

17 *Mini-Corps is an education management system designed to supply cross-cultural tutorial services to school districts and to train a pool of bilingual, cross-cultural teachers. Mini-Corps recruits students from migrating farmworker families or former migrants who have practical knowledge of the migrant lifestyle and are in need of financial assistance to continue their education. Such a project would not only benefit currently-operating migrant child care programs but also would speak to the federal migrant education regulations' shift to increasing priority in serving preschool children.*

c. utilize local educational resources (i.e. community colleges, state colleges, and universities and external degree programs of institutions of higher learning) in designing academic coursework that considers the time and geographic factors confronting migrant child care workers.

d. utilize existing training and technical assistance resources (i.e. Office of Compensatory and Migrant Education, Office of Bilingual Education, Head Start) that serve migrant and bilingual children. This effort should be negotiated by the Office of Child Development and should include access to resource libraries and technology, access to special personnel training projects such as Mini-Corps, and direct consultation with trainers knowledgeable in the area of migrant and bilingual preschool children.

2. Consideration of a formal mechanism that would lead to the granting of a field-based certificate of competence for skilled migrant child care workers. This certificate should consider the latest requirements for the bilingual certificate of competence and the bilingual specialist credential and be linked with the child development field-based assessment system currently under review by the Commission for Teacher Preparation and Licensing.[18]

3. Appropriate state agencies should provide technical assistance to migrant child care programs in the form of invitations to regional in-service workshops, on-site consultation, and sharing of resource materials and libraries.

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18 *Provision in the system should be made for an "emphasis" or "speciality" in working with children in migrant, bilingual, LES or NES settings and should consider the waiver of "consecutive (years) experience" requirements that may disallow migrant child care workers (who work seasonally) from applying for such a field-based certificate.*

## PARENT INVOLVEMENT

*Finding:* Parent participation in migrant child care programs is minimal at best.

In the course of a survey of female farmworkers two years ago, over one-quarter of the respondents stated a preference for child care centers that had an educational orientation and could be used as a multi-service site to attend to a family's health and social needs as well.[19] This is a clear statement of parental preference--one that can be the basis of meaningful parental participation in state-sponsored migrant child care and development programs.

Quite often parent involvement in the administration or activities of migrant child care centers is inhibited by:

1) language barriers
2) insufficient knowledge about program operation (either self-imposed or by systematic exclusion)
3) high mobility factor among migrant families
4) insufficient incentive to become involved
5) shortage of staff time to nurture parental participation while trying to fulfill the basic obligation of informing, training and encouraging the participation of as many parents as possible.

Now that SB 863 calls for the recruitment, training and hiring of migrants in migrant child care and development programs, the issue of parent involvement becomes crucial, as the logical choices for these positions should be parents themselves.

Efforts should be made at all levels of program operation to improve parent involvement in centers by having available bilingual and culturally-sensitive staff who are schooled in parent involvement concepts and methods that complement their abilities to attract participation of parents into the programs. A responsive staff will make a parent feel welcomed and important and will be a major factor in the parent's decision to respond to and participate in the program's activities, to whatever degree.

Of greater importance is a program's resource bank, in the form of materials and consultants that can improve methods for increasing parental concern for program activities and policy. Parental participation already takes place in varying

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19 *Campesinas--Women Farmworkers in the California Agricultural Labor Force, Commission on the Status of Women, December 1978, page 12.*

degree in many migrant child care programs, depending on staff, parents and the community they live in; but as of yet there is no state-sponsored effort to assist local programs in developing viable parent participation/education components. What is proposed is a resource and support structure that will facilitate parent involvement skills among migrant child care staff, and, consequently, parent participation in all phases of program operation.

*Recommendations:*

1. The Office of Child Development should take direct responsibility in assisting local programs in developing strong parent involvement components that solicit parental input and involvement in program operations and provide parent education workshops in child development concepts and activities. Local staff needs support in this task and should receive technical assistance from the Office of Child Development in the way of materials, consultation and support for interagency utilization of resources.[20]

2. The Office of Child Development should recommend the appointment of a parent representative to Migrant Education's Statewide Parent Advisory Council. The parent representative should advocate for child care concerns and monitor the coordination of planning by the Office of Child Development and the Office of Migrant Education in programs for migrant farmworker children ages 0-5.

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20 *The Office of Migrant Education and IMPD/Head Start have extensive parent involvement materials available that could be effectively utilized by State migrant child care and development programs.*

## MIGRANT CAMP ENVIRONMENT

*Finding:* Housing camps quite often are poor settings for child care programs.

The 25 migrant housing camps originated out of "Great Society" legislation and were constructed as an interim measure to house families for no longer than five years. The intent was that after the five-year time period, subsequent social programs would integrate this population into surrounding communities. The camps still stand and with them the many problems in trying to make "temporary" structures safe and liveable.

During the 1978 on-season the 25 migrant camps housed 12,291 children and adults. Another 50,000 adults were housed in one of the 1,400 private housing and labor camps registered with the State Department of Housing and Community Development (DHCD)--this count did not include numbers of children living in these camps. Still others lived in one of an undisclosed number of non-registered camps.

The Office of Migrant Services is directly responsible for the monitoring and rehabilitation of facilities in the state-sponsored camps; but recent budget limitations had reduced staff supervision of repair work and monitoring of camps when they are in operation. As it stands, only half of the 1,400 private camps are inspected yearly by DHCD and the monitoring efforts of local enforcement agencies reportedly are infrequent and considered a low-priority concern.

Given the above circumstances, it is reasonable to suggest that children living in these migrant camps are surrounded by a dismal environment, at best, isolated from the surrounding community. In addition, they frequently are exposed to pesticide residue from nearly fields and to hazards such as open drainage ditches, contaminated water, and work equipment and supplies in unsupervised areas. Sometimes, the children and their parents are the inadvertant victims of the agencies that are supposed to serve them.[21] Short of containment within the camp, there are few measures to prevent unsupervised children from roaming the camp and surrounding areas. It is one thing to contain the children within the camp and another to provide them with an alternative to adventuring into unsupervised areas.

One effort in identifying viable solutions to effect the camps' environments is sponsored by the Department of Parks and Recreation. This office has coordinated a network of interagency

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[21] *A county sewage treatment facility is scheduled to be built next door to the Gilroy camp.*

support in dollars and technical assistance, matched that with money from a federal funding source and is moving in the direction of initiating a 4-site project that will landscape and add modest recreational facilities for camp residents, toddlers through adults. The GAC supports this project and has assisted in locating the final piece of funding necessary to construct the facilities.

*Recommendations:*

1. The Office of Child Development, conjointly with the Department of Housing and Community Development and Migrant Education should review the yearly certification process of state migrant housing as it pertains to migrant child care facilities and conduct joint site and facility inspections.

2. The Governor should consider the possibility of making the Department of Housing and Community Development funding contingent upon completion of renovation of migrant child care facilities to bring them up to the Office of Child Development facility compliance standards.

3. The Office of Child Development should give priority consideration to family day care homes as viable alternatives to camp-based migrant child care programs thereby circumventing potential health and safety hazards inherent to camp-based operations.

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*Note: As mentioned previously, in 1978 the Office of Child Development unveiled a $2,428,000 plan to build new infant centers and to renovate badly deteriorating child care facilities within state housing camps. It would be instructive to know the extent to which that plan was completed, its final cost and the current status of state camp child care facilities.*

## PROGRAM EXPANSION

*Finding:* There is a vast need for expanded services to preschool-aged migrant farmworker children.

During fiscal year 1979-80, the dollar amount of direct services to migrant child care programs totaled $4,577,541. This allocation covered the operation of 26 child care programs in state-sponsored camps, 3 infant care centers in three of the same camps and 18 out-of-camp child care centers. These operations served approximately 3,500 children in the state or 1% of the total number of children served by the Office of Child Development.

Fiscal year 1980-81 will be a year of expansion in state-funded migrant child care and development programs. Monies generated by SB 863 (which designates priority funding for migrant child care) will add approximately $1 million to the current budget. Also, a scheduled boost in the ESEA-Title I monies from Migrant Education could total as much as $1.5 million beyond the current Title I allocation of $457,000 per year. If the maximum of allocations are approved, the budget for services to migrant child care and development programs during fiscal year 1980-81 will total $6.5 million, an approximate 45% increase over the previous two years' allocations.

During 1980-81, the Office of Child Development plans to expand infant care operations to the remaining 23 camp-based sites which currently serve only preschool aged children and to fund additional out-of-camp sites (both center-based and family day care homes). The construction of 9 of these 23 infant care sites were funded by a portion of a once-only $2,428,000 allocation for capital outlay given to the Office of Child Development in 1978; two infant care units are still under construction.

Though $6.5 million would almost double Office of Child Development's current level of services to migrant farmworker children, the total still is not adequate to serve migrant farmworker children in need of subsidized care. Currently the Office of Child Development serves 3,500+ migrant children in California, while the Indian Migrant Program Division of Head Start serves 2,195. Yet this 5,400+ figure represents only a small percentage of the children thought to be in need of subsidized care.

It should be noted that existing migrant child care funds do not provide for extended day or after-school care for children past preschool age. This means that children 7-15 years if not enrolled in a school district program are left to take care of themselves in an unsupervised situation while their

parents work. It's thought that approximately 60,300 children are caught in this dilemma of no access to supervised child care during their parents' absence.[22]

*Recommendations:*

1. The Office of Child Development should continue to target migrant child care as a priority for service in light of the large gap between current levels of service and the projected need.

2. The Office of Child Development,in conjunction with Migrant Education, should explore the possibilities of generating additional monies to initiate an extended day/after school care program for children 7-15 years.

3. The Office of Child Development should actively encourage the expansion and development of family day care as a viable alternative to center-based programs. The flexible qualities of family day care could enable these types of programs to operate in impacted areas or even perhaps in the camps themselves. This type of arrangement would more appropriately suit the needs of the majority of migrant farmworker families who do not live in camps and would speak to SB 863's emphasis on creating out-of-camp programs.

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22 *"Survey of Farmworkers' Child Care Needs," page 29*

## CONCLUDING REMARKS

This report focuses on issues that affect migrant farmworker children, ages 0-5. Its findings and recommendations highlight areas that impact on the efficient delivery of a coordinated, comprehensive service delivery system to this young population. It is anticipated that the information gathered here will be used as evidence of the need for expanded services to preschool-aged migrant farmworker children and provide direction to programs currently serving these youngsters.

ATTACHMENT 1

Departments/Agencies That Affect Services to Young Migrant Farmworker Children

Department of Education
- Office of Child Development
- Bureau of Child Nutritional Services
- Office of Compensatory Education and Migrant Education
- Office of Bilingual Bicultural Education
- Office of Special Education

Governor's Office
- Department of Finance
- Office of Planning and Research
- Special Assistant (Hispanic Issues)

Health and Welfare Agency
- Rural and Migrant Affairs Coordinator
- Health Services
  - Rural Health Services
  - CHDP
  - Medi-Cal
- Social Services
  - AFDC
  - Licensing
  - Adult and Family Services
- Mental Health
- Developmental Services
- Employment Development Department
  - WIN
- Office of Statewide Health Planning

Youth and Adult Correctional Agency
- Youth Authority

Business and Transportation
- Housing and Community Development
  - Office of Migrant Services

Industrial Relations
- Occupational Health and Safety Agency (Employment Practices, Occupational Health and Safety Issues)

Department of Food and Agriculture
- Division of Pest Management
  - Environmental Protection and Worker Safety (Pesticide Enforcement)

Secretary of Resources Agency
- Department of Parks and Recreation

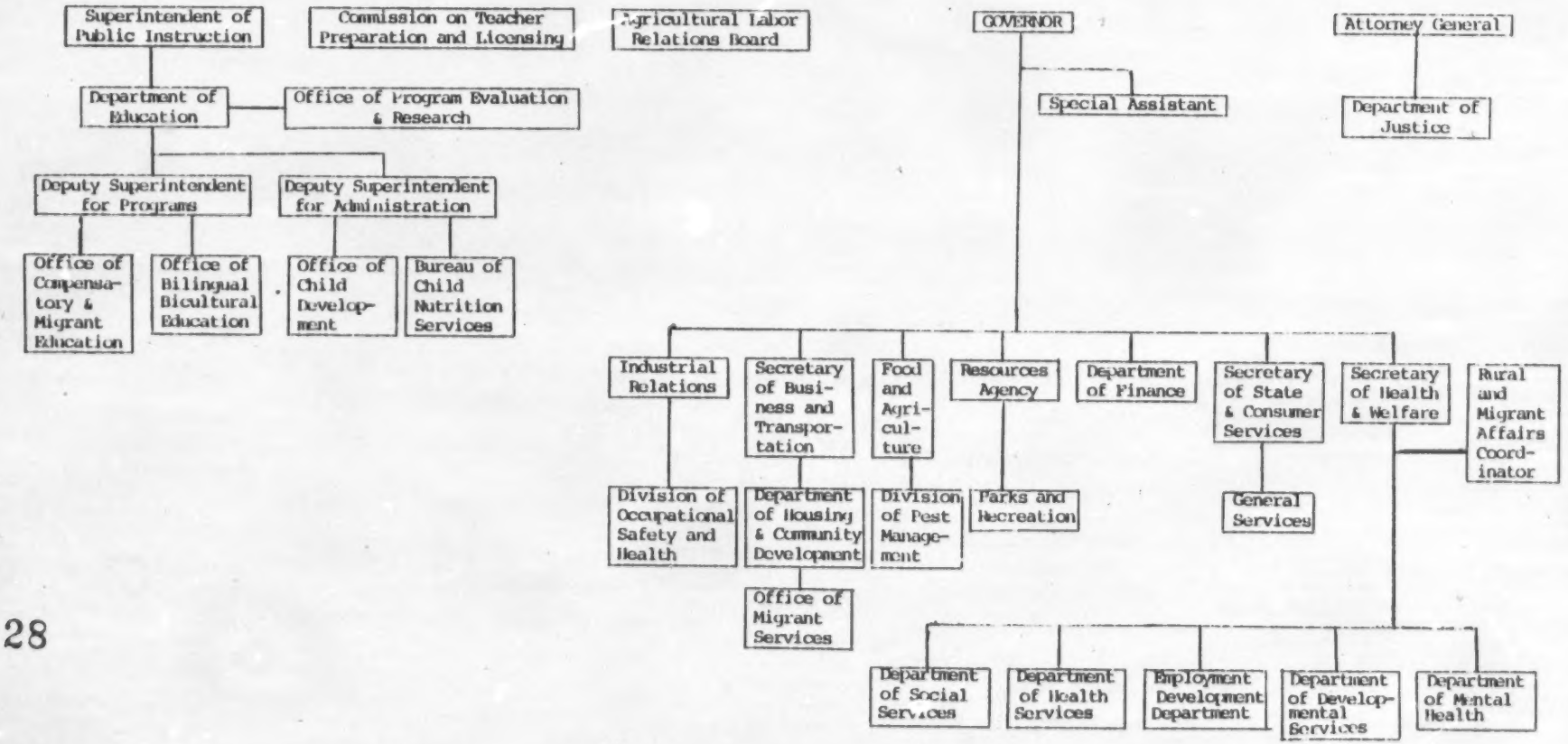
Secretary of State and Consumer Services
- Department of General Services

Attorney General

ATTACHMENT 2

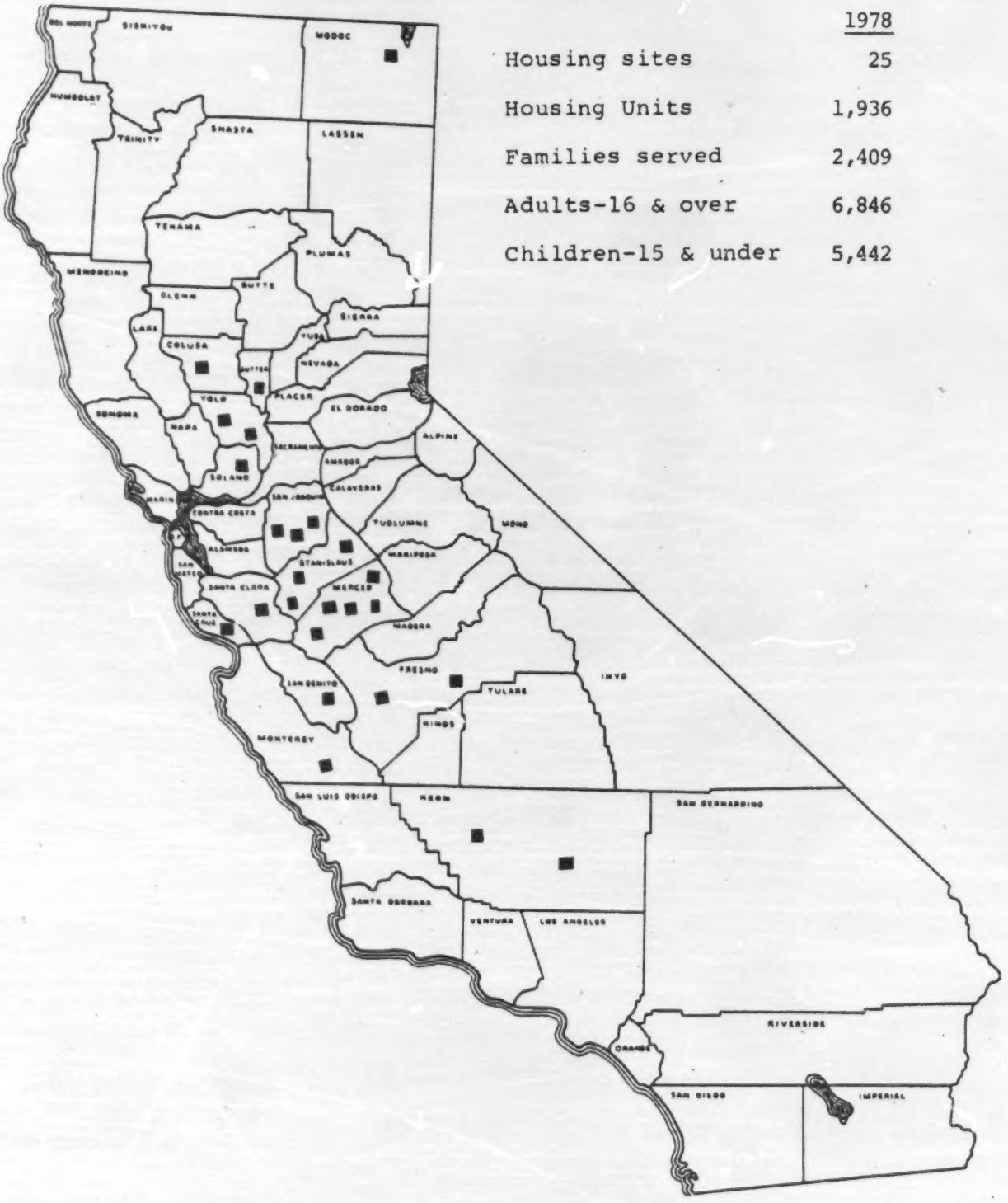
STATE AGENCIES AND DEPARTMENTS THAT AFFECT MIGRANT CHILD CARE AND DEVELOPMENT PROGRAMS

A Visual Representation



ATTACHMENT 3

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
Division of Community Affairs
Office of Migrant Services*




| | 1978 |
|---|---|
| Housing sites | 25 |
| Housing Units | 1,936 |
| Families served | 2,409 |
| Adults-16 & over | 6,846 |
| Children-15 & under | 5,442 |

*Most recent totals available through the Office of Migrant Services. Figures do not include number of residents in private housing camps.

ATTACHMENT 4

Migrant Child Care Programs
Funded by the Office of Child Development
and Operating in State Migrant Camps

| Sponsor | Number of Children Served | Number of Sites |
|---|---|---|
| Colusa County Superintendent of Schools<br>146-7th Street<br>Colusa, CA 95932<br>(916) 458-7601<br>Director: Jane Johnson | 60 | 1 |
| Continuing Development, Inc.<br>1188 Wunderlich Drive<br>San Jose, CA 95129<br>(916) 444-6507<br>Director: Mary Jane Maguire | 254 | 6 |
| Fresno County Superintendent of Schools<br>2314 Mariposa<br>Fresno, CA 93721<br>(209) 488-3235<br>Director: Bernice Hostetter | 109 | 2 |
| **Hispanic-American Center for Intercultural Affairs<br>733 No. Van Ness Avenue<br>Fresno, CA 93728<br>(209) 266-8255<br>Director: Betty Bishop | 43 | 1 |
| *Housing Authority of Santa Cruz<br>1543½ Pacific Avenue<br>Santa Cruz, CA 95060<br>(408) 728-6240<br>Director: Gene Huffman | 93 | 1 |
| Kern County Superintendent of Schools<br>5801 Sundale Avenue<br>Bakersfield, CA 93309<br>(805) 834-3700<br>Director: Paula Knight | 136 | 2 |

*Have terminated or are in the process of terminating contract
**Also operate IMPD-Head Start Program

| Sponsor | Number of Children Served | Number of Sites |
|---|---|---|
| Merced County Department of Education<br>632 West 13th Street<br>Merced, CA 95340<br>(209) 723-2031<br>Director: Fred B. Montoya | 420 | 11 |
| *Mexican-American Community Services Agency<br>332 North 2nd Street<br>San Jose, CA 95112<br>(408) 275-8506<br>Director: Rosa Maria Hernandez | 42 | 1 |
| *Modoc County Superintendent of Schools<br>139 West Henderson<br>Alturas, CA 96101<br>(916) 233-2585 | 12 | 1 |
| **Stanislaus County Superintendent of Schools<br>801 County Center III Court<br>Modesto, CA 95355<br>(209) 526-6217<br>Director: Lee Brooks | 199 | 4 |
| Yuba City Unified School District<br>243 Colusa Avenue<br>Yuba City, CA 95991<br>(916) 674-1963<br>Director: Peggy Haley | 51 | 1 |

*Have terminated or are in the process of terminating contract
**Also operate IMPD-Head Start Program

ATTACHMENT 5

Migrant Child Care Programs
Funded by the Office of Child Development
and Operating in Out-of-Camp Facilities

| Sponsor | Number of Children Served | Number of Sites |
|---|---|---|
| Butte Child Development, Inc.<br>9932 Larkin Road<br>Live Oak, CA 95948<br>Director: Angelita Sillers | 51 | 2 |
| *Campesinos Unidos, Inc.<br>1005 "C" Street<br>Brawley, CA 92227<br>Director: Frank Heredia | 50 | 1 |
| Coachella Valley Unified School District<br>P. O. Box 847<br>Thermal, CA 92274<br>(714) 399-5137<br>Director: Nancy Hill | 42 | 3 |
| Council for Spanish-Speaking<br>P. O. Box 839<br>Stockton, CA 95201<br>(209) 464-2582<br>Director: Jesus Tzintzen | 118 | 3 |
| Encinitas Union Elementary School District<br>189 Union Street<br>Encinitas, CA 92024<br>(714) 436-7944<br>Director: Jan Cole | 79 | 1 |
| Fillmore Unified School District<br>3811 East Center Street<br>Piru, CA 93040<br>(805) 521-1703<br>Director: Michael D'Ornellas | 42 | 1 |
| Imperial County Superintendent of Schools<br>Migrant Child Development Centers<br>625 State Street<br>El Centro, CA 92243<br>Director: Odette Gratianne | 84 | 4 |

*Also operates Head Start/IMPD Program

| Sponsor | Number of Children Served | Number of Sites |
|---|---|---|
| Native American Student Alliance, Inc.<br>102 North Hayes Avenue<br>Oxnard, CA 93030<br>(805) 483-8532<br>Director: Anita Andrade | 83 | 1 |

ATTACHMENT 6

Head Start Indian Migrant Program Division (IMPD)
in the State of California

| Sponsor | Number of Children Served | Number of Sites |
|---|---|---|
| *Campesinos Unidos<br>1005 C Street<br>P. O. Box 203<br>Brawley, CA 92227<br>(714) 344-6300<br>Director: Frank Heredia | 150 | 2 |
| *Center for Education & Manpower Training<br>P. O. Drawer F<br>Ukiah, CA 95482<br>(707) 468-0108<br>Director: Roberta Aragon | 357 | 10 |
| *Kings County Community Action Program<br>324 No. Irwin Street<br>Hanford, CA 93230<br>(209) 582-4386<br>Director: Margaret Crawford | 24 | 1 |
| *Hispanic-American Center for Intercultural Affairs<br>733 No. Van Ness Avenue<br>Fresno, CA 93728<br>(209) 266-8255<br>Director: Betty Bishop | 400 | 13 |
| *Stanislaus County Department of Education<br>801 County Center III Court<br>Modesto, CA 95260<br>(209) 526-6217<br>Director: Lee Brooks | 644 | 13 |
| *Bakersfield Target Area Program<br>2130 Virginia Avenue<br>Bakersfield, CA 93307<br>(805) 322-3334<br>Director: Esther Neptune | 260 | 4 |
| *Tulare County Department of Education<br>809 West Main St.<br>Visalia, CA 93277<br>(209) 733-5525<br>Director: Senaida Garcia | 40 | 2 |

*Also operates state-funded child care and development program

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